

LOCAL ORIENTATION AND IDENTIFICATION STUDY

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LOIS
REPORT TO THE CITIZENS

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Earl Berger Limited Planning and Research

43 Colborne Street, Toronto 1, Ontario, Canada • Telephone (416) 366 2667

Dear Citizen,

We are happy to present to you this copy of our Report to the Citizens: a summary of the major findings of the Local Orientation and Identification Study, commissioned by the Director of the Ontario Government's Haldimand-Norfolk Study. Report to the Citizens is being widely distributed so that you can better inform yourselves of the opinions and preferences of others regarding the development of their communities, and of the Counties of Haldimand and Norfolk. With this information you will be able to participate more effectively in the Haldimand-Norfolk Study and the decision-making concerning your future.

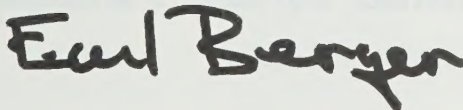
We want to thank those many hundreds of people who participated in LOIS, those who opened their homes to us, and our local staff without whose efforts LOIS would not have been possible.

If you have any questions about this Report or about the complete report which it summarizes, please contact the Haldimand-Norfolk Study at the County Office in Simcoe or Cayuga.

We take full responsibility for the contents of both the full report and this one. They should not be regarded as necessarily representing the views of the Haldimand-Norfolk Study or the Provincial Government.


Yours truly

EARL BERGER LIMITED



Earl Berger, Ph.D. (Econ.)

Encl.



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RECOMMENDATIONS

- Recommendation 1 Regionalism should not be imposed, but evolve naturally out of the need for inter-municipal and inter-county cooperation. The final form of that regionalism should not be decided beforehand, but should be determined by the needs of the two counties and of the Province.
- Recommendation 2 If any readjustment of local government and county boundaries is required, consideration should be given to keeping towns together with their market areas, and especially with their areas of high orientation.
- Recommendation 3 Local government reorganization should begin with inter-municipal planning and other forms of local cooperation to deal with the major concerns of urbanization, industrialization and pollution.
- Recommendation 4 Serious consideration should be given to ways in which the powers of local government can be preserved and strengthened, taking into account the larger concerns of planning and development.
- Recommendation 5 Citizen participation and involvement in the processes of decision-making should be continued and expanded in an effective, practical manner.

INTRODUCTION

Voices of the Citizen

We are greatly indebted to everyone who participated in LOIS. In all, approximately 1,500 people were interviewed in tape-recorded group meetings during the major part of the project. Meetings were held throughout Haldimand and Norfolk, and also in nearby areas outside the two counties. Report to the Citizens is a condensation of what people said.* It is not a report by outsiders on what should be done; rather it is a summary of what you, the citizens, told us.

Purpose of LOIS

The purpose of LOIS is to assist the Haldimand-Norfolk Study in carrying out a review of local government organization and boundaries.

Specific Objectives

We have three major objectives:

1. to identify the market areas of the towns;
2. to identify the extent and strength of people's identification with their local communities, with their counties and with other areas;
3. to identify in general terms what aspects, if any, of local government the people would like changed.

MARKET AREAS

What are 'market areas'?

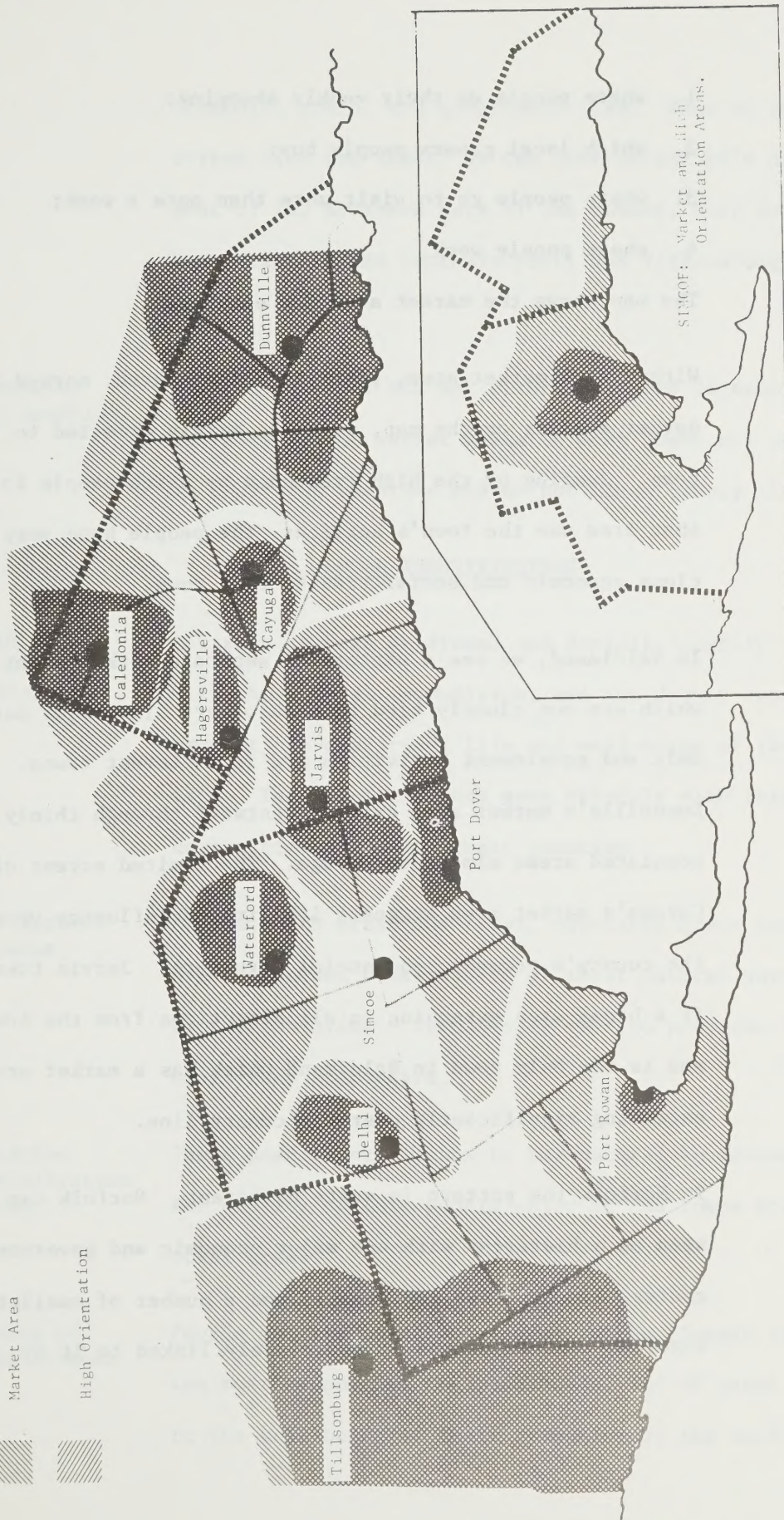
A town's market area is the area which the town serves. To find out the extent of each town's market area, we examined four factors:

* A description of the full report is at the end of this report.

HALDIMAND - NORFOLK MARKET AREAS

JUNE 1971

Market Area
High Orientation



1. where people do their weekly shopping;
2. which local papers people buy;
3. where people go to visit more than once a week;
4. where people work.

The map shows the market area for each town.

High Orientation Areas

Within each market area, there is a small area, marked by darker shading on the map, which is highly oriented to that town. Judging by the high frequency by which people in that area use the town's services, the people have very close economic and social ties to that town.

Haldimand

In Haldimand, we see a pattern of separate market areas which are not closely tied to each other. The major economic and government activities are in different towns. Dunnville's market area extends westward through thinly populated areas almost to Cayuga. The limited extent of Cayuga's market area suggests its limited influence upon the county's economic and social structure. Jarvis takes in a broad area extending in all directions from the town, and is the only town in Haldimand which has a market area extending significantly over the county line.

Norfolk a Hierarchy

In Norfolk the pattern is quite different. Norfolk can be seen as a hierarchy with one major economic and government centre, Simcoe, (see map inset), and a number of smaller, vigorous centres around it and closely linked to it by

economic, social and government ties. When we remove Simcoe's effect (see map inset) we see that Waterford's area covers most of the northern part of the county, Port Dover and Port Rowan take in the southern part, and Tillsonburg covers the west.

Links Between the Two Counties

The two counties are not strongly linked together. Except for Jarvis, the market areas of most towns are contained within their own counties and do not cross county lines.

LOCAL IDENTIFICATION

Strength of Local Identification

Citizens in both Haldimand and Norfolk identify very strongly with their local communities, and are deeply concerned to protect the quality of life and well-being of these communities. They identify much more strongly with their local communities than with their counties.

Protect Natural Environment

People, both urban and rural, expressed great concern for the protection and preservation of their natural surroundings and recreation areas. Townspeople want to preserve the friendly small-town atmosphere.

Urbanization Industrialization Pollution

These pose major threats to the natural environment and to the quality of life people enjoy in the towns and in the rural areas.

Importance of Local Government

People believe local government is the closest to the people, the most responsive to local needs, and of great importance to the well-being of their communities, the health of the

democratic society and the protection of individual liberties.

County Government is not Local Government People expressed concern over the loss of local government powers. County councils are not regarded as local in the same sense as town and township councils; the shift of authority from the local to the county and the provincial level is disliked.

Dissatisfaction with County School Boards People feel the county school boards are unrepresentative, administrators are not responsive to local needs, and costs and red tape have increased beyond reason. People believe both centralized assessment and county school boards were imposed against the wishes of the people and without regard for the consequences. People fear the same thing will happen with regional government.

Fear of Big Government as a Subversion of Democratic Practice The Provincial Government is regarded not as the creation and servant of the citizens, but as an independent power which increases its authority at the expense of the citizens. This belief appears to be unrelated to any specific party, organization or political ideology. There is a strong feeling that the implementation and practices of centralized assessment, county boards of education and regional government - particularly the Niagara region - represent subversions of democratic practice.

Reduces
Importance of
the Individual

Regional government is not regarded as a means of restoring power to the local areas. Rather it is considered to be another way to deprive local governments of the few powers left to them, and to reduce even further the importance of the individual citizen.

ATTITUDES TO CHANGE

Opponents and
Supporters
in Agreement

There is no basic disagreement between the majority opposed to regional government and the small percentage in favour of it. Both see the same problems ahead, both have the same fears about the dangers of larger units of government, and both support increased power at the local level. But those who support regional government tend to believe it is the best compromise between the limitations of local government and the disadvantages of having the Province take over.

Boundary Changes

The great majority of respondents are opposed to any changes in the existing system of municipal and county boundaries.

Joining the
Two Counties

Only a few respondents in Haldimand or Norfolk favour joining their county with any other county. But, if some type of union were required, the majority of respondents in both Haldimand and Norfolk would rather join with each other than with any of the other adjacent counties.

Support for
General Change

There is substantial support in both counties for changes in the existing system of county and local government.

Pollution
and Growth

Respondents want stronger government action to handle the problems arising out of increased industrialization, urbanization and pollution. They see this action stemming from increased cooperation and collaboration amongst the local municipalities. They want increased powers for local government to handle local matters.

Municipal
Cooperation

Stronger Local
Government

Differences
Between the
Two Counties

People in Norfolk are more in favour of general change, inter-municipal cooperation and area planning, and less opposed to boundary changes than those in Haldimand. In Norfolk loyalties are more divided than in Haldimand, and there is a gap between the urban residents, who are more open to change, and the rural residents who are more cautious. In Haldimand, opinion is generally united across all parts of the county. The people are clearer about what they want and do not want, and hold these opinions more strongly than people in Norfolk. There is also a stronger attachment to local communities in Haldimand than in Norfolk.

Regionalism

There is a general acceptance of the fact that some form of regionalism is inevitable and, to some extent, necessary if only to handle the problems of controlling pollution, industrialization and urbanization.

Critical
Questions

The critical questions are not whether regional government will be established, but the process by which it is established

and the degree to which the citizens and their elected representatives are allowed to participate effectively in the decision making.

Period of
Transition

Many respondents speak of the need for a period of transition, beginning with restructuring local and county government, and moving on to the necessary areas of cooperation between the two governments. Regionalism should not be imposed, but evolve naturally out of the need for cooperation. The final form of that regionalism should not be decided beforehand, but should be determined by the needs of the two counties and of the Province.

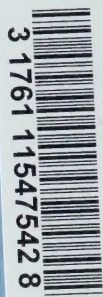
Evolving
Regionalism

THE LOIS REPORT

The full report, on which this summary is based, was completed and published in January, 1972, in three volumes. The report is based on three major sources of information. The first source is the 1,500 persons in the two counties and adjacent areas who attended group meetings and filled out questionnaires. The second source is made up of 100 persons, including all the municipal councillors in the two counties, who were interviewed early in the project, as well as a number of in-depth interviews with key persons in the two counties. The third source of information is the tape recordings of the group meetings.

Volume 3 of the report contains a summary of peoples' statements made at thirty of these meetings, and was invaluable in complementing the statistical data provided by the questionnaires.

Copies of the full report are available on loan (due to a limited number of copies) from the Haldimand-Norfolk Study.



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